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INT 547/1

September 21, 1945.

MEMORANDUM FOR THE ATTORNEY GENERAL

Apres of our discussion concerning the memorandum outlining briefly our views concerning the operation of a World-Wide Intelligence Service upon the foundation built by the bureau in its Western Hemisphere operations, I am attaching hereto a brief memorandum dated September 21, 1945, which outlines the essential elements of this plan. There is also attached hereto a chart depicting the format of the proposed structure which, you will note, emphasizes the simplicity of operation of this plan.

I believe that it is essential to consummate the Government program upon this subject at the earliest possible date, and accordingly, I believe that any affirmative action which may be taken to advance this program should be taken very promptly.

Respectfully,

John Edgar Hoover  
Director

Mr. Tolson	
Mr. E. A. Tamm	
Mr. Clegg	
Mr. Glavin	
Mr. Ladd	
Mr. Nichols	
Mr. Rosen	
Mr. Tracy	
Mr. Carson	
Mr. Egan	
Mr. Gurnea	
Mr. Hendon	
Mr. Pennington	
Mr. Quinn	
Mr. Nease	
Miss Gandy	

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September 21, 1945

A PLAN FOR U. S. SECRET WORLD-WIDE INTELLIGENCE COVERAGE

Secret world-wide intelligence coverage for the benefit of the United States Government must have as its primary objective the providing to the executive branches of the Government basic data on a world-wide scale upon which plans may be formulated and action taken, and the insuring of internal security from the threat of infiltrating foreign agents, ideologies, and military conquest.

The Federal Bureau of Investigation has in operation in the Western Hemisphere an intelligence plan based on simplicity of structure and flexibility of operations which has functioned efficiently, secretly, and economically since prior to Pearl Harbor, and has proved its adaptability to world-wide coverage by the effectiveness of its operation in the Western Hemisphere field.

It is proposed that the time-proved program in operation in the Western Hemisphere be extended on a world-wide basis with certain modifications.

The FBI Plan

The FBI plan provides for the joint operation in every country of the world of the Office of Military Intelligence, the Office of Naval Intelligence, and the Federal Bureau of Investigation, each as a specialist in its own field and able to operate without a duplication of effort but closely correlating their operations to insure complete coverage.

There would be continued in operation the same operational committee as originally set up by the President composed of the Directors of Military Intelligence, Naval Intelligence and the Federal Bureau of Investigation, with the addition of an Assistant Secretary of State. A committee to counsel basic policy would be composed of the Secretaries of State, War and Navy and the Attorney General.

A unit for evaluation and analysis would be established in the State Department to which the three operating agencies would furnish intelligence data for appropriate review, analysis, and utilization in international matters. The Office of Strategic Services would no longer be necessary and their functions would be discontinued except insofar as the State Department would take over the evaluation and analysis functions.

Facility of Operation

The program proposed as already in operation in the Western Hemisphere has proved its effectiveness, requires no elaborate superstructure and the interested agencies have available trained personnel and operating facilities for recruiting, training, and dispatching additional personnel. The plan, consequently, can be placed in operation by the President's merely extending the authority heretofore given to the Directors of Military and Naval Intelligence and the Federal Bureau of Investigation for operation in the Western Hemisphere to operate on a world-wide basis.

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This plan has produced in the Western Hemisphere a maximum amount of information with a minimum of operating personnel and expense, and has not resulted in any embarrassment whatsoever to the United States Government. Its secrecy is assured through the dissemination of the operations among the already existing Government agencies which have previously operated successfully for a long period in their respective fields.

#### Points for Consideration

Foreign and domestic civil intelligence are inseparable and constitute one field of operation. The German-American Band and the Italian Fascist organizations in the United States originated and were directed from abroad. The Communist movement originated in Russia but operates in the United States. To follow these organizations across must be had to their origin and headquarters in foreign countries as well as to their activities in the United States. Every major espionage service has operated on a world-wide basis except that of Britain which has had a separate organization for domestic and foreign intelligence, but Britain is in the process at present of consolidating the two services based on their experiences through the war period. In order to cope with the activities of various subversive agents in the United States with speed and dispatch, it is entirely evident that their activities must be followed through at the various countries by one intelligence agency of the United States Government. Valuable time, as well as efficiency and effectiveness, is lost if one agency covers their activities in Europe, another in Latin America and another in the United States.

The theory that police work and intelligence coverage cannot be combined has been entirely dispelled. Police arrests under modern police practice is only one of the important functions of a police agency. In fact, all police work specifically involves the gathering of information in the nature of intelligence. Extensive intelligence coverage must necessarily precede the arrest of the enemy agent in the United States and it is not possible to separate the gathering of intelligence from police functions in view of the numerous criminal statutes such as those relating to espionage and sabotage which must be enforced by police action although directly concerned with intelligence. One of the major factors in the control of subversive activities in the Western Hemisphere during the war was the coordination of efforts of the various police organizations throughout the United States and Latin America through the Federal Bureau of Investigation.

A hazard in intelligence operation is the possibility of a charge being made that the organization is a "Gestapo." Also, a police agency which engages in intelligence operation may be called a "political police." Both charges are obnoxious to American citizens. The Federal Bureau of Investigation throughout the war has engaged in both police and intelligence activities and its record of protecting civil liberties has been highly praised even by the American Civil Liberties Union.

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